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110TH CONGRESS 2D SESSION

# H. R. 5885

To promote a better health information system.

#### IN THE HOUSE OF REPRESENTATIVES

April 24, 2008

Mr. Burgess introduced the following bill; which was referred to the Committee on Energy and Commerce, and in addition to the Committee on Ways and Means, for a period to be subsequently determined by the Speaker, in each case for consideration of such provisions as fall within the jurisdiction of the committee concerned

# A BILL

To promote a better health information system.

- 1 Be it enacted by the Senate and House of Representa-
- 2 tives of the United States of America in Congress assembled,
- 3 SECTION 1. SHORT TITLE AND TABLE OF CONTENTS.
- 4 (a) Short Title.—This Act may be cited as the
- 5 "Health Information Technology Promotion Act of 2008".
- 6 (b) Table of Contents.—The table of contents of
- 7 this Act is as follows:
  - Sec. 1. Short title and table of contents.
  - Sec. 2. Preserving privacy and security laws.

TITLE I—PROMOTING THE USE OF HEALTH INFORMATION TECHNOLOGY TO BETTER COORDINATE HEALTH CARE

- Sec. 101. Safe harbors to antikiekback civil penalties and criminal penalties for provision of Health Information Technology and training services.
- Sec. 102. Exception to limitation on certain physician referrals (under Stark) for provision of Health Information Technology and training services to health eare professionals.
- Sec. 103. Rules of construction regarding use of consortia.

#### TITLE II—ADDITIONAL PROVISIONS

- Sec. 201. Promotion of telehealth services.
- Sec. 202. Study and report on expansion of home health-related telehealth services.
- Sec. 203. Study and report on store and forward technology for telehealth.
- See. 204. Ensuring health care providers participating in PHSA programs, Medicaid, SCHIP, or the MCH program may maintain health information in electronic form.
- Sec. 205. Ensuring health care providers participating in the Medicare program may maintain health information in electronic form.
- Sec. 206. Study and report on State, regional, and community health information exchanges.
- Sec. 207. Promoting Health Information Technology as a tool for chronic disease management.

#### 1 SEC. 2. PRESERVING PRIVACY AND SECURITY LAWS.

- 2 Nothing in this Act (or the amendments made by this
- 3 Act) shall be construed to affect the scope, substance, or
- 4 applicability of section 264(c) of the Health Insurance
- 5 Portability and Accountability Act of 1996 and any regu-
- 6 lation issued pursuant to such section.

1	TITLE I—PROMOTING THE USE
2	OF HEALTH INFORMATION
3	TECHNOLOGY TO BETTER CO-
4	ORDINATE HEALTH CARE
5	SEC. 101. SAFE HARBORS TO ANTIKICKBACK CIVIL PEN-
6	ALTIES AND CRIMINAL PENALTIES FOR PRO-
7	VISION OF HEALTH INFORMATION TECH-
8	NOLOGY AND TRAINING SERVICES.
9	(a) For Civil Penalties.—Section 1128A of the
10	Social Security Act (42 U.S.C. 1320a–7a) is amended—
11	(1) in subsection (b), by adding at the end the
12	following new paragraph:
13	``(4) For purposes of this subsection, inducements to
14	reduce or limit services described in paragraph $(1)$ shall
15	not include the practical or other advantages resulting
16	from health information technology or related installation, $% \left( 1\right) =\left( 1\right) \left( 1\right) $
17	maintenance, support, or training services."; and
18	(2) in subsection (i), by adding at the end the
19	following new paragraph:
20	"(8) The term 'health information technology'
21	means hardware, software, license, right, intellectual
22	property, equipment, or other information tech-
23	nology (including new versions, upgrades, and
24	connectivity) designed or provided primarily for the
25	electronic creation, maintenance, or exchange of

1	nearth information to better coordinate care or im-
2	prove health care quality, efficiency, or research.".
3	(b) For Criminal Penalties.—Section 1128B of
4	such Act (42 U.S.C. 1320a–7b) is amended—
5	(1) in subsection (b)(3)—
6	(A) in subparagraph (G), by striking
7	"and" at the end;
8	(B) in the subparagraph (H) added by sec-
9	tion 237(d) of the Medicare Prescription Drug,
10	Improvement, and Modernization Act of 2003
11	(Public Law 108–173; 117 Stat. 2213)—
12	(i) by moving such subparagraph 2
13	ems to the left; and
14	(ii) by striking the period at the end
15	and inserting a semicolon;
16	(C) in the subparagraph (H) added by sec-
17	tion 431(a) of such Act (117 Stat. 2287)—
18	(i) by redesignating such subpara-
19	graph as subparagraph (I);
20	(ii) by moving such subparagraph 2
21	ems to the left; and
22	(iii) by striking the period at the end
23	and inserting "; and"; and
24	(D) by adding at the end the following new
25	subparagraph:

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"(J) any nonmonetary remuneration (in the
form of health information technology, as defined in
section 1128A(i)(8), or related installation, mainte-
nance, support, or training services) made to a per-
son by a specified entity (as defined in subsection
(g)) if—
"(i) the provision of such remuneration is
without an agreement between the parties or
legal condition that—
"(I) limits or restricts the use of the
health information technology to services
provided by the physician to individuals re-
ceiving services at the specified entity;
"(II) limits or restricts the use of the
health information technology in conjunc-
tion with other health information tech-
nology; or
"(III) conditions the provision of such
remuneration on the referral of patients or
business to the specified entity;
"(ii) such remuneration is arranged for in
a written agreement that is signed by the par-
ties involved (or their representatives) and that
specifies the remuneration solicited or received
(or offered or paid) and states that the provi-

1	sion of such remuneration is made for the pri-
2	mary purpose of better coordination of care or
3	improvement of health quality, efficiency, or re-
4	search; and
5	"(iii) the specified entity providing the re-
6	muneration (or a representative of such entity)
7	has not taken any action to disable any basic
8	feature of any hardware or software component
9	of such remuneration that would permit inter-
10	operability."; and
11	(2) by adding at the end the following new sub-
12	section:
13	"(g) Specified Entity Defined.—For purposes of
14	subsection (b)(3)(J), the term 'specified entity' means an
15	entity that is a hospital, group practice, prescription drug
16	plan sponsor, a Medicare Advantage organization, or any
17	other such entity specified by the Secretary, considering
18	the goals and objectives of this section, as well as the goals
19	to better coordinate the delivery of health care and to pro-
20	mote the adoption and use of health information tech-
21	nology.".
22	(c) Effective Date and Effect on State
23	Laws.—
24	(1) Effective date.—The amendments made
25	by subsections (a) and (b) shall take effect on the

1	date that is 120 days after the date of the enact-
2	ment of this Act.
3	(2) Preemption of State Laws.—No State
4	(as defined in section 1101(a) of the Social Security
5	Act (42 U.S.C. $1301(a)$ ) for purposes of title XI of
6	such Act) shall have in effect a State law that im-
7	poses a criminal or civil penalty for a transaction de-
8	seribed in section $1128A(b)(4)$ or section
9	1128B(b)(3)(J) of such Act, as added by subsections
10	(a)(1) and (b), respectively, if the conditions de-
11	scribed in the respective provision, with respect to

13 (d) Study and Report To Assess Effect of 14 Safe Harbors on Health System —

such transaction, are met.

- (1) IN GENERAL.—The Secretary of Health and Human Services shall conduct a study to determine the impact of each of the safe harbors described in paragraph (3). In particular, the study shall examine the following:
  - (A) The effectiveness of each safe harbor in increasing the adoption of health information technology.
  - (B) The types of health information technology provided under each safe harbor.

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1	(C) The extent to which the financial or
2	other business relationships between providers
3	under each safe harbor have changed as a re-
4	sult of the safe harbor in a way that adversely
5	affects or benefits the health care system or
6	choices available to consumers.
7	(D) The impact of the adoption of health
8	information technology on health care quality,
9	cost, and access under each safe harbor.
10	(2) Report.—Not later than three years after
11	the effective date described in subsection $(e)(1)$ , the
12	Secretary of Health and Human Services shall sub-
13	mit to Congress a report on the study under para-
14	graph (1).
15	(3) Safe harbors described.—For purposes
16	of paragraphs (1) and (2), the safe harbors de-
17	scribed in this paragraph are—
18	(A) the safe harbor under section
19	1128A(b)(4) of such Act (42 U.S.C. $1320a$ –
20	7a(b)(4), as added by subsection $(a)(1)$ ; and
21	(B) the safe harbor under section
22	1128B(b)(3)(J) of such Act (42 U.S.C. $1320a-$
23	7b(b)(3)(J), as added by subsection (b).

1	SEC. 102. EXCEPTION TO LIMITATION ON CERTAIN PHYSI-
2	CIAN REFERRALS (UNDER STARK) FOR PRO-
3	VISION OF HEALTH INFORMATION TECH-
4	NOLOGY AND TRAINING SERVICES TO
5	HEALTH CARE PROFESSIONALS.
6	(a) In General.—Section 1877(b) of the Social Se-
7	curity Act (42 U.S.C. 1395nn(b)) is amended by adding
8	at the end the following new paragraph:
9	"(6) Information technology and train-
0	ING SERVICES.—
1	"(A) In general.—Any nonmonetary re-
2	muneration (in the form of health information
3	technology or related installation, maintenance,
4	support or training services) made by a speci-
5	fied entity to a physician if—
6	"(i) the provision of such remunera-
7	tion is without an agreement between the
8	parties or legal condition that—
9	"(I) limits or restricts the use of
0.9	the health information technology to
21	services provided by the physician to
22	individuals receiving services at the
23	specified entity;
24	"(II) limits or restricts the use of
25	the health information technology in

1	conjunction with other health informa-
2	tion technology; or
3	"(III) conditions the provision of
4	such remuneration on the referral of
5	patients or business to the specified
6	entity;
7	"(ii) such remuneration is arranged
8	for in a written agreement that is signed
9	by the parties involved (or their represent-
10	atives) and that specifies the remuneration
11	made and states that the provision of such
12	remuneration is made for the primary pur-
13	pose of better coordination of care or im-
14	provement of health quality, efficiency, or
15	research; and
16	"(iii) the specified entity (or a rep-
17	resentative of such entity) has not taken
18	any action to disable any basic feature of
19	any hardware or software component of
20	such remuneration that would permit
21	interoperability.
22	"(B) Health information technology
23	DEFINED.—For purposes of this paragraph, the
24	term 'health information technology' means
25	hardware, software, license, right, intellectual

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property, equipment, or other information technology (including new versions, upgrades, and connectivity) designed or provided primarily for the electronic creation, maintenance, or exchange of health information to better coordinate care or improve health care quality, efficiency, or research.

"(C) Specified entity defined.—For purposes of this paragraph, the term 'specified entity' means an entity that is a hospital, group practice, prescription drug plan sponsor, a Medicare Advantage organization, or any other such entity specified by the Secretary, considering the goals and objectives of this section, as well as the goals to better coordinate the delivery of health care and to promote the adoption and use of health information technology.".

## (b) EFFECTIVE DATE; EFFECT ON STATE LAWS.—

- (1) Effective date.—The amendment made by subsection (a) shall take effect on the date that is 120 days after the date of the enactment of this Act.
- (2) Preemption of State Laws.—No State (as defined in section 1101(a) of the Social Security Act (42 U.S.C. 1301(a)) for purposes of title XI of

1	such Act) shall have in effect a State law that im-
2	poses a criminal or civil penalty for a transaction de-
3	scribed in section 1877(b)(6) of such Act, as added
4	by subsection (a), if the conditions described in such
5	section, with respect to such transaction, are met.
6	(c) Study and Report To Assess Effect of Ex-
7	CEPTION ON HEALTH SYSTEM.—
8	(1) IN GENERAL.—The Secretary of Health and
9	Human Services shall conduct a study to determine
10	the impact of the exception under section $1877(b)(6)$
11	of such Act (42 U.S.C. $1395nn(b)(6)$ ), as added by
12	subsection (a). In particular, the study shall examine
13	the following:
14	(A) The effectiveness of the exception in
15	increasing the adoption of health information
16	technology.
17	(B) The types of health information tech-
18	nology provided under the exception.
19	(C) The extent to which the financial or
20	other business relationships between providers
21	under the exception have changed as a result of
22	the exception in a way that adversely affects or
23	benefits the health care system or choices avail-
24	able to consumers.

- 1 (D) The impact of the adoption of health 2 information technology on health care quality, 3 cost, and access under the exception.
- 4 (2) REPORT.—Not later than three years after
  5 the effective date described in subsection (b)(1), the
  6 Secretary of Health and Human Services shall sub7 mit to Congress a report on the study under para8 graph (1).

# 9 SEC. 103. RULES OF CONSTRUCTION REGARDING USE OF 10 CONSORTIA.

(a) APPLICATION TO SAFE HARBOR FROM CRIMINAL
PENALTIES.—Section 1128B(b)(3) of the Social Security
Act (42 U.S.C. 1320a-7b(b)(3)) is amended by adding
differ and below subparagraph (J), as added by section
15 101(b)(1), the following: "For purposes of subparagraph
(J), nothing in such subparagraph shall be construed as
preventing a specified entity, consistent with the specific
requirements of such subparagraph, from forming a consortium composed of health care providers, payers, employers, and other interested entities to collectively purchase and donate health information technology, or from
offering health care providers a choice of health information technology products in order to take into account the
varying needs of such providers receiving such products.".

1	(b) Application to Stark Exception.—Para-
2	graph (6) of section 1877(b) of the Social Security Act
3	(42 U.S.C. $1395nn(b)$ ), as added by section $102(a)$ , is
4	amended by adding at the end the following new subpara-
5	graph:
6	"(D) RULE OF CONSTRUCTION.—For pur-
7	poses of subparagraph (A), nothing in such
8	subparagraph shall be construed as preventing
9	a specified entity, consistent with the specific
10	requirements of such subparagraph, from—
11	"(i) forming a consortium composed
12	of health care providers, payers, employers,
13	and other interested entities to collectively
14	purchase and donate health information
15	technology; or
16	"(ii) offering health care providers a
17	choice of health information technology
18	products in order to take into account the
19	varying needs of such providers receiving
20	such products.".
21	TITLE II—ADDITIONAL
22	PROVISIONS
23	SEC. 201. PROMOTION OF TELEHEALTH SERVICES.
24	(a) Facilitating the Provision of Telehealth
25	SERVICES ACROSS STATE LINES.—The Secretary of

- 1 Health and Human Services shall, in coordination with2 physicians, health care practitioners, patient advocates,
- 3 and representatives of States, encourage and facilitate the
- 4 adoption of State reciprocity agreements for practitioner
- 5 licensure in order to expedite the provision across State
- 6 lines of telehealth services.
- 7 (b) Report.—Not later than 18 months after the
- 8 date of the enactment of this Act, the Secretary of Health
- 9 and Human Services shall submit to Congress a report
- 10 on the actions taken to carry out subsection (a).
- 11 (e) STATE DEFINED.—For purposes of this sub-12 section, the term "State" has the meaning given that term
- 13 for purposes of title XVIII of the Social Security Act.
- 14 SEC. 202. STUDY AND REPORT ON EXPANSION OF HOME

## 15 HEALTH-RELATED TELEHEALTH SERVICES.

- 16 (a) Study.—The Secretary of Health and Human
- 17 Services shall conduct a study to determine the feasibility,
- 18 advisability, and the costs of-
- (1) including coverage and payment for home health-related telehealth services as part of home
- 21 health services under title XVIII of the Social Secu-
- health services under title XVIII of the Social Secu-
- 22 rity Act; and
- 23 (2) expanding the list of sites described in para-
- 24 graph (4)(C)(ii) of section 1834(m) of the Social Se-
- 25 curity Act (42 U.S.C. 1395m(m)) to include county

1	mental health clinics or other publicly funded mental
2	health facilities for the purpose of payment under
3	such section for the provision of telehealth services
4	at such clinics or facilities.
5	(b) Specifics of Study.—Such study shall dem-
6	on strate whether the changes described in paragraphs $(1)$
7	and (2) of subsection (a) will result in the following:
8	(1) Enhanced health outcomes for individuals
9	with one or more chronic conditions.
0	(2) Health outcomes for individuals furnished
1	telehealth services or home health-related telehealth
2	services that are at least comparable to the health
3	outcomes for individuals furnished similar items and
4	services by a health care provider at the same loca-
5	tion of the individual or at the home of the indi-
6	vidual, respectively.
7	(3) Facilitation of communication of more accu-
8	rate clinical information between health care pro-
9	viders.
0.9	(4) Closer monitoring of individuals by health
21	care providers.
22	(5) Overall reduction in expenditures for health
13	care items and services

(6) Improved access to health care.

- 1 (c) Home Health-Related Telehealth Serv-
- 2 ICES DEFINED.—For purposes of this section, the term
- 3 "home health-related telehealth services" means tech-
- 4 nology-based professional consultations, patient moni-
- 5 toring, patient training services, clinical observation, pa-
- 6 tient assessment, and any other health services that utilize
- 7 telecommunications technologies. Such term does not in-
- 8 clude a telecommunication that consists solely of a tele-
- o clude a telecommunication that consists solely of a tele-
- 9 phone audio conversation, facsimile, electronic text mail,
- 10 or consultation between two health care providers.
- 11 (d) Report.—Not later than 18 months after the
- 12 date of the enactment of this Act, the Secretary of Health
- 13 and Human Services shall submit to Congress a report
- 14 on the study conducted under subsection (a) and shall in-
- 15 clude in such report such recommendations for legislation
- 16 or administration action as the Secretary determines ap-
- 17 propriate.
- 18 SEC. 203. STUDY AND REPORT ON STORE AND FORWARD
- 19 TECHNOLOGY FOR TELEHEALTH.
- 20 (a) Study.—The Secretary of Health and Human
- 21 Services, acting through the Director of the Office for the
- 22 Advancement of Telehealth, shall conduct a study on the
- 23 use of store and forward technologies (that provide for the
- 24 asynchronous transmission of health care information in
- 25 single or multimedia formats) in the provision of tele-

1	health services. Such study shall include an assessment of
2	the feasibility, advisability, and the costs of expanding the
3	use of such technologies for use in the diagnosis and treat-
4	ment of certain conditions.
5	(b) REPORT.—Not later than 18 months after the
6	date of the enactment of this Act, the Secretary of Health
7	and Human Services shall submit to Congress a report
8	on the study conducted under subsection (a) and shall in-
9	clude in such report such recommendations for legislation
10	or administration action as the Secretary determines ap-
11	propriate.
12	SEC. 204. ENSURING HEALTH CARE PROVIDERS PARTICI-
13	PATING IN PHSA PROGRAMS, MEDICAID,
14	SCHIP, OR THE MCH PROGRAM MAY MAIN-
15	TAIN HEALTH INFORMATION IN ELECTRONIC
16	FORM.
17	Part B of title II of the Public Health Service Act
18	is amended by adding at the end the following new section:
19	"SEC. 249. ENSURING HEALTH CARE PROVIDERS MAY MAIN-
20	TAIN HEALTH INFORMATION IN ELECTRONIC
21	FORM.
22	"(a) In General.—Any health care provider that
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	participates in a health care program that receives Federal
24	participates in a health care program that receives Federal funds under this Act, or under title V, XIX, or XXI of

1	requirement for the maintenance of data in paper form
2	under such program (whether or not for purposes of man-
3	agement, billing, reporting, reimbursement, or otherwise)
4	if the required data is maintained in an electronic form.
5	"(b) Relation to State Laws.—Beginning on the
6	date that is one year after the date of the enactment of
7	this section, subsection (a) shall supersede any contrary
8	provision of State law.
9	"(e) Construction.—Nothing in this section shall
10	be construed as—
11	"(1) requiring health care providers to maintain
12	or submit data in electronic form;
13	"(2) preventing a State from permitting health
14	care providers to maintain or submit data in paper
15	form; or
16	"(3) preventing a State from requiring health
17	care providers to maintain or submit data in elec-
18	tronic form.".
19	SEC. 205. ENSURING HEALTH CARE PROVIDERS PARTICI-
20	PATING IN THE MEDICARE PROGRAM MAY
21	MAINTAIN HEALTH INFORMATION IN ELEC-
22	TRONIC FORM.
23	Section 1871 of the Social Security Act (42 U.S.C.
24	1395hh) is amended by adding at the end the following $$
25	new subsection:

1	"(g)(1) Any provider of services or supplier shall be
2	deemed as meeting any requirement for the maintenance
3	of data in paper form under this title (whether or not for
4	purposes of management, billing, reporting, reimburse-
5	ment, or otherwise) if the required data is maintained in
6	an electronic form.
7	"(2) Nothing in this subsection shall be construed as
8	requiring health care providers to maintain or submit data
9	in electronic form.".
0	SEC. 206. STUDY AND REPORT ON STATE, REGIONAL, AND
1	COMMUNITY HEALTH INFORMATION EX-
2	CHANGES.
3	(a) STUDY.—The Secretary of Health and Human
4	Services shall conduct a study on issues related to the de-
5	velopment, operation, and implementation of State, re-
6	gional, and community health information exchanges.
7	Such study shall include the following, with respect to
8	such health information exchanges:
9	(1) Profiles detailing the current stages of such
0.0	health information exchanges with respect to the
1	progression of the development, operation, imple-
2	mentation, organization, and governance of such ex-
:3	changes.
4	(2) The impact of such exchanges on health
5	care quality, safety, and efficiency, including—

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1	(A) any impact on the coordination of
2	health information and services across health
3	care providers and other organizations relevant
4	to health care;
5	(B) any impact on the availability of health
6	information at the point-of-care to make timely
7	medical decisions;
8	(C) any benefits with respect to the pro-
9	motion of wellness, disease prevention, and
10	chronic disease management;
11	(D) any improvement with respect to pub-
12	lie health preparedness and response;
13	(E) any impact on the widespread adoption
14	of interoperable health information technology,
15	including electronic health records;
16	(F) any contributions to achieving an
17	Internet-based national health information net-
18	work;
19	(G) any contribution of health information
20	exchanges to consumer access and to con-
21	sumers' use of their health information; and
22	(H) any impact on the operation of—
23	(i) the Medicare and Medicaid pro-
24	grams under title XVIII and XIX, respec-

tively, of the Social Security Act;

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1	(ii) the State Children's Health Insur-
2	ance Program (SCHIP) under title XXI of
3	such Act;
4	(iii) disproportionate share hospitals
5	described in section 1923 of such Act;
6	(iv) Federally-qualified health centers;
7	or
8	(v) managed care plans, if a signifi-
9	cant number of the plan's enrollees are
10	beneficiaries in the Medicaid program or
11	State Children's Health Insurance Pro-
12	gram under title XIX or XXI, respectively,
13	of such Act.
14	(3) Best practice models for financing,
15	incentivizing, and sustaining such health information
16	exchanges.
17	(4) Information identifying the common prin-
18	ciples, policies, tools, and standards used (or pro-
19	posed) in the public and private sectors to support
20	the development, operation, and implementation of
21	such health information exchanges.
22	(5) A description of any areas in which Federal
23	Government leadership is needed to support growth
24	and sustainability of such health information ex-

changes.

1	(b) REPORT.—Not later than one year after the date
2	of enactment of this Act, the Secretary of Health and
3	Human Services shall submit to Congress a report on the
4	study described in subsection (a), including such rec-
5	ommendations as the Secretary determines appropriate to
6	facilitate the development, operation, and implementation
7	of health information exchanges.
8	SEC. 207. PROMOTING HEALTH INFORMATION TECH-
9	NOLOGY AS A TOOL FOR CHRONIC DISEASE
10	MANAGEMENT.
11	(a) In General.—The Secretary of Health and
12	Human Services shall establish a two-year project to dem-
13	onstrate the impact of health information technology on
14	disease management for individuals entitled to medical as-
15	sistance under a State plan under title XIX of the Social
16	Security Act.
17	(b) STRUCTURE OF PROJECT.—The project under
18	subsection (a) shall—
19	(1) create a web-based virtual case management
20	tool that provides access to best practices for man-
21	aging chronic disease; and
22	(2) provide chronic disease patients and care-
23	givers access to their own medical records and to a
24	single source of information on chronic disease.

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1 (c) Competition.—Not later than the date that is

2 90 days after the date of the enactment of this Act, the

3 Secretary of Health and Human Services shall seek pro-

4 posals from States to carry out the project under sub-

5 section (a). The Secretary shall select not less than four

6 of such proposals submitted, and at least one proposal se-

7 lected shall include a regional approach that features ac-

8 cess to an integrated hospital information system in at

9 least two adjoining States and that permits the measure-

10 ment of health outcomes.

11 (d) Report.—Not later than the date that is 90 days

12 after the last day of the project under subsection (a), the

3 Secretary of Health and Human Services shall submit to

14 Congress a report on such project and shall include in

15 such report the amount of any cost-savings resulting from

16 the project and such recommendations for legislation or

17 administrative action as the Secretary determines appro-

18 priate.

C